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SCHOOLS FOR DEPENDENT, DELINQUENT, AND TRUANT CHILDREN IN ILLINOIS.

HAVING in a preceding article¹ given an account of the two reform schools and the reformatory which Illinois has had, I shall in this article discuss the schools for dependents, delinquents, and truants which this state has established, and summarize some of the results thus far attained in work among juvenile offenders.

I. SCHOOLS FOR DEPENDENTS.

In 1879 an act was passed by the legislature to aid industrial schools for girls. This act provided that seven or more persons, a majority of whom must be women, who had organized or might organize under the general laws of the state relating to corporations, for the purpose of establishing, maintaining, and carrying on an industrial school for girls, should have, under the corporate name assumed, all the powers, rights, and privileges of the corporations of the state, not for pecuniary profit, and should be exempt from all taxes, provided the consent of the governor were first obtained. The object of such schools must be to provide a home and proper training school for dependent girls, and "every female infant who begs or receives alms while actually selling or pretending to sell any article in public, or who frequents any street, alley, or other place for the purpose of begging or receiving alms, or who, having no permanent place of

¹AMERICAN JOURNAL OF SOCIOLOGY, March, 1903, pp. 644-54.

In 1895 Mr. Edward L. Bradley, a graduate of Princeton University, established a settlement of boys near Lake Villa, Ill., about fifty miles from Chicago, on the Wisconsin Central Railroad. Its object is to furnish a home (with a little *h*) for the homeless and neglected boys of Chicago. It was not organized under any state law, but "The Allendale Association," which now has supervision of the work, is an incorporated body. The institution idea is avoided as much as possible. The association owns 120 acres of good farm land, and there are five small frame cottages, an administration building, a "city hall," and a gymnasium, besides several farm buildings. The property is valued at \$16,000. The number of boys is limited to fifty, and the cottage plan prevails, each family consisting of eight or ten boys. The management believes strongly in the small family, and it is sought in every possible way to produce a real family life. The settlement is organized as a "junior municipality," with its city council, a court, and police department. All discipline is in the hands of the boys. If an offense is committed, the offender is arrested and brought before the court and tried. If found guilty, he is fined 25 cents, 50 cents, \$1, or \$2, according to the offense. Every boy is paid for his labor at the rate of 30 cents an hour, outside of school hours, and a boy usually earns \$3.60, and sometimes \$4, a week in Allendale money. He pays \$3 a week for board. Should his court fines, board, and clothing exceed his income, he becomes a member of the pauper class. The paupers sit at a special table, with a curtailed menu, and lose their citizenship. This sort of discipline is all that is necessary. All boys attend school, and the course of study used in the public schools of Chicago is followed as nearly as possible. All services are donated, except those of the cook and the farmer.

The annual expenses aggregate \$3,600, or \$72 per capita, and the farm is supported entirely by voluntary contributions. Since its opening Allendale has received 144 boys and discharged 106, leaving 38 on the farm. Some of these boys were returned to their parents or guardians; some were placed in families in the country or city; some secured business positions; and some entered advanced schools of learning and are educating them-

I. THE ILLINOIS INDUSTRIAL SCHOOL FOR GIRLS.

The first industrial school for girls in Illinois was the "Illinois Industrial School for Girls," which was founded on January 9, 1877, by the Industrial School Association—an outgrowth of the Woman's State Centennial Association of this state. The school was located at South Evanston, and was opened on November 1, 1877, in a building used as a soldiers' home, with five acres of land surrounding it. On October 1, 1879, the school was reorganized under the above-named act, and a new charter obtained. The school is a state institution, receiving girls from any part of the state, and having the whole state represented on its board of officers. It is nonsectarian, all churches contributing to its support.

The ordinary English branches and domestic arts are taught the girls. The school is managed by a board of trustees, elected by the association, and they appoint the superintendent, who has immediate charge of the school.

In 1882 the constitutionality of the act of 1879 was called in question, but the supreme court decided in favor of the Industrial School. The decision said :

The power conferred under the act in question upon the county court is but of the same character of jurisdiction exercised by the court of chancery over the persons and property of infants, having foundation in the prerogative of the crown, flowing from its general power and duty, as *parens patriae*, to protect those who have no other lawful protection. That jurisdiction extends to the care and person of the infant so far as is necessary for his protection and education, and upon this ground that court interferes with the ordinary rights of parents to the care and custody of their children ; and whenever it is shown that they are grossly unfit to take care of their children, the court may interfere and deprive them of their custody and appoint a suitable person or guardian to take care of them and superintend their education. This is nothing more than what the Industrial Schools Act does.

The court thus practically set aside the decision in the case of the Chicago Reform School, and in the later opinion held that it is the duty of the state to care for dependent and destitute children. It also held that the Industrial School for Girls was not a prison, but a school, and the commitment of a child thereto is not imprisonment. There is no more restraint of liberty in this

school than in any well-regulated educational institution—no more restraint than is necessary to the proper education of the children committed to it.

After this decision in its favor, the Industrial School for Girls prospered. For years the placing of children in homes was only partially satisfactory. In one year (1891), we are told in the annual report, "nine-tenths of the children taken out of the school were returned after trial." This state of affairs was due to several causes, chiefly to the lack of thorough investigation of the homes to which the girls were sent and to proper supervision. A visiting agent was finally employed, and better results were soon apparent.

In 1894 the state board of charities, which had the right of supervision over such institutions, made a report to the governor, in which it was alleged (1) that the location of the Illinois Industrial School for Girls was undesirable; (2) that the discipline was unnecessarily severe; (3) that the industrial training was inadequate, being unsystematic; (4) that the accounts were not satisfactorily kept; (5) that the girls were retained in the school too long—on an average three years; and (6) that the girls placed in homes were not properly looked after. The county commissioners of Cook county, during the fall of 1895, also preferred serious charges against the school, and a somewhat acrimonious controversy ensued. Finally the governor (Altgeld) discharged all the girls (105), but they refused to leave, and the scene at the school, when their discharge was announced, was both amusing and pathetic. The charges of cruelty on the part of the management were not sustained, but it can hardly be doubted that a more desirable location for such a school might be found. There should be more land connected with the school, so that gardening, poultry-raising, and dairy work, etc., might be more effectually taught the girls. The school should also be built on "the cottage plan;" and the trustees fully recognize the advantages of this plan over the old congregate system, but for various reasons they have not removed the school from its original site, nor remodeled it, although they have greatly improved the building and grounds.

Since its organization in 1877 the Illinois Industrial School for Girls has received 1,791 girls, and discharged 1,428. These girls have been cared for at a total cost of \$359,911.54, of which the counties paid \$193,680.71. The per-capita cost has been \$241. It is claimed by the school authorities that 80 per cent. of the girls discharged remain either with their relatives or with the friends to whose care they have been committed. According to this estimate, the school has saved from dependency, and possibly from crime, about 1,100 of the 1,428 girls discharged ; but even if this estimate is somewhat exaggerated, we must consider the work of the school a success, however much its organization and methods might be improved.

II. THE CHICAGO INDUSTRIAL SCHOOL FOR GIRLS.

This school grew out of the desire of Roman Catholics for an institution to which dependent children of Catholic parents might be committed. It was incorporated on November 1, 1885, under the act of 1872 concerning corporations, and about the same time availed itself of the provisions of the law of 1879 regulating industrial schools. The children were at first taken care of at the House of the Good Shepherd and St. Josephs' Orphan Asylum in Chicago, but the supreme court decided that this was not a compliance with the Industrial Schools Act, and that the school must be housed in separate buildings, and organized for the exclusive purpose of carrying out the provisions of the law. Accordingly a fine building on Forty-ninth street and Prairie avenue was secured, and the Sisters of the Good Shepherd were placed in charge of the school. The children are well taken care of, but it is obvious that the objection made by the state board of charities to the location of the Illinois Industrial School for Girls is applicable to the Chicago school. Owing to its location in the heart of the city on a small lot, there is no opportunity for gardening, poultry-raising, or dairy work, instruction in which would be very desirable, especially if these girls are to be placed in country homes. At first the girls placed out were sent to the pastor of the parish in which they were to live, and he secured homes for them, but this arrangement proving

unsatisfactory, a visitor was employed to investigate the homes and supervise the treatment of the child so placed. In the report for 1899 it is said: "A careful account has been kept of those children placed in families, and, as the homes were carefully investigated before the children were given out, returns have rarely been made. Both the people adopting the child, and the child herself, have been made happy." And again it is said; "Believing that the only way of knowing exactly how the children are cared for in these homes is by regularly visiting them, we have employed this method, and the results are very satisfactory." Between 1891 and 1900 the school received 1,837 girls, and returned to their parents or placed out 1,636. The total cost of caring for these girls, exclusive of buildings and grounds, was \$144,417.37, of which \$95,356.87 was paid by the counties. This is a per-capita cost of \$88.28, but this does not include the provisions and other articles which are annually donated by friends of the school.

III. THE ILLINOIS MANUAL TRAINING SCHOOL FARM.

Under an act of 1883 providing for the establishment and maintenance of a training school for dependent boys, the "Illinois Industrial Training School for Boys" was organized in 1887, and subsequently became "The Illinois Manual Training School Farm." Under the law, a petition by any reputable citizen of the county may be presented to the county court, asking that the case of an alleged dependent boy be investigated, and if the facts are found to be as alleged, the boy must be committed to a training school, and may be kept there until he is seventeen years of age. The case is tried before a jury of six; the parents or guardians are duly notified of the proceedings about to be instituted; the county from which the boy is committed is required to pay \$10 a month toward his education and maintenance while in the school; the boy may be placed or bound out, or adopted by responsible parties, and the school is required to look after him and see that he is properly treated.

The Illinois Manual Training School was located, first, at Norwood Park, eleven miles northwest of Chicago, but was soon

removed to Glenwood, twenty-three miles south of Chicago, and located on a fine tract of land of 300 acres, donated by one of the directors (Mr. George) for this purpose. Money was raised, largely through the efforts of the Woman's Club of Chicago, for buildings, and a number of cozy brick cottages (costing \$7,000 each) were erected from time to time. These cottages number eight at present, and are ranged around a semi-circle, with a large administration building in the center. In 1900 a fine manual-training building, costing \$50,000—the donation of a friend—was erected and well equipped. The location, arrangement, and material equipment of this school are among the best in the state. Instruction is given in the ordinary branches of an English education, and drawing, clay-modeling, carpentry, farming, cooking, laundry work, and other practical arts are taught the boys. Every boy is required to be in school half a day and to work half a day. Between 1887 and 1900 the school received 2,961 boys and placed in families 2,688, leaving in the school on May 1, 1900, 273 boys.

These boys have been taken care of at a total cost of \$327,425.21, of which the counties contributed \$176,531.30. The per-capita cost has, therefore, been \$129.17. The superintendent claims that 90 per cent. of the boys do well after leaving the school, but if only 75 per cent. become respectable and useful citizens, the work of the school must be considered a success.

IV. ST. MARY'S TRAINING SCHOOL FOR BOYS.

Another school for boys organized under the act of 1883 is "St. Mary's Training School" at Feehanville, near Des Plaines, Cook county, about eighteen miles northwest of Chicago, on the Chicago & Northwestern Railway. This is a Roman Catholic institution, and is in charge of the Christian Brothers. Unfortunately, it was burned down in 1899, and all records were destroyed, so that a complete account of its history and work is not possible. This is the largest school for dependent boys in Illinois, and is situated on a fine tract of 900 acres of land. It was founded under a charter taken out by Archbishop Feehan of Chicago in 1883. Its forerunner was the Orphan Asylum of Chi-

ago, but, this proving inadequate, 440 acres of land were purchased, and an administration building three stories high, two other three-story buildings for dormitory purposes, a chapel, workshop and other buildings (barn, etc.) were erected. Since the destruction of the buildings in 1899, the administration building, a workshop (used at present as a dormitory), and a powerhouse have been erected, at a cost of \$80,000, and in the near future two large dormitories, school buildings, a gymnasium, etc., will be erected. When these buildings are completed, the school can accommodate 800 or 900 boys (there are less than 200 in it at present), and it will be one of the best-equipped and best-located institutions of the kind in the state. It is built on the congregate plan, the Brothers in charge considering this better adapted to their purpose and cheaper than the cottage plan.

Since the opening of the school in 1883, 5,284 boys have been received, and 4,960 of these have been placed in homes or returned to their relatives. It is claimed that few of these boys return to the school after they are discharged, and that the great majority do well.

Cook county contributes annually \$12,000 for the support of 100 boys, but it frequently commits a larger number to this school, and all over and above the one hundred are maintained gratuitously. The per-capita cost is given as \$75 per annum in the report for 1898. The reasons for this low cost of maintenance are found in the fact that the Brothers do all the teaching—*gratis*, of course—and most of the food is obtained from the farm at a much lower cost than it could be purchased for, and the boys' fare and clothes are very plain and simple. They are taught the common branches of an English education, and the arts of husbandry and a few trades—tailoring, printing, carpentry, shoemaking, etc. Of course, religious instruction is given in accordance with the doctrine of the Roman Catholic church.

V. ALLENDALE FARM.

Various states—New York, Maryland, and others—have “junior republics,” in which the *self-development* of the child is emphasized, and Illinois is not behind in this matter.

In 1895 Mr. Edward L. Bradley, a graduate of Princeton University, established a settlement of boys near Lake Villa, Ill., about fifty miles from Chicago, on the Wisconsin Central Railroad. Its object is to furnish a home (with a little *h*) for the homeless and neglected boys of Chicago. It was not organized under any state law, but "The Allendale Association," which now has supervision of the work, is an incorporated body. The institution idea is avoided as much as possible. The association owns 120 acres of good farm land, and there are five small frame cottages, an administration building, a "city hall," and a gymnasium, besides several farm buildings. The property is valued at \$16,000. The number of boys is limited to fifty, and the cottage plan prevails, each family consisting of eight or ten boys. The management believes strongly in the small family, and it is sought in every possible way to produce a real family life. The settlement is organized as a "junior municipality," with its city council, a court, and police department. All discipline is in the hands of the boys. If an offense is committed, the offender is arrested and brought before the court and tried. If found guilty, he is fined 25 cents, 50 cents, \$1, or \$2, according to the offense. Every boy is paid for his labor at the rate of 30 cents an hour, outside of school hours, and a boy usually earns \$3.60, and sometimes \$4, a week in Allendale money. He pays \$3 a week for board. Should his court fines, board, and clothing exceed his income, he becomes a member of the pauper class. The paupers sit at a special table, with a curtailed menu, and lose their citizenship. This sort of discipline is all that is necessary. All boys attend school, and the course of study used in the public schools of Chicago is followed as nearly as possible. All services are donated, except those of the cook and the farmer.

The annual expenses aggregate \$3,600, or \$72 per capita, and the farm is supported entirely by voluntary contributions. Since its opening Allendale has received 144 boys and discharged 106, leaving 38 on the farm. Some of these boys were returned to their parents or guardians; some were placed in families in the country or city; some secured business positions; and some entered advanced schools of learning and are educating them-

selves for the professions. The management secures homes for the boys and looks after them after they leave the farm. Of the 144 boys received Mr. Bradley, the director, reports that 20 are doing excellent work, some of them earning \$35 or \$40 a month, in banks, etc.; 110 are doing fairly well, and 14 have lapsed or have not been heard from. The chief point to be observed is that Allendale seeks to teach the boy the lesson of self-government, and to fit him to grapple successfully with the social, industrial, and political conditions which he must face in the great world around him. The supporters of this movement in this state, as in others, declare that the results are decidedly satisfactory. Such movements deserve encouragement and should be multiplied.

II. SCHOOLS FOR DELINQUENTS.

I. THE JOHN WORTHY SCHOOL.

After the destruction of the Chicago Reform School in 1871, delinquent boys—that is, boys who committed offenses, such as stealing, which, if committed by an adult, would send him to the penitentiary or house of correction—had to be sent either to the Reformatory at Pontiac, to the House of Correction, or to jail. Of the 215,554 prisoners sent to the Chicago House of Correction, between 1871 and 1900, almost one-fourth, or 51,312, were minors, and about 12,000 were children between seven and fifteen years of age. In every report the inspectors and superintendent of the House of Correction protested against this incarceration of juvenile offenders with older criminals, and one superintendent boldly declared that Chicago was “conducting a preparatory school for the penitentiary and the gallows.” But for twenty-three years their protests were ineffectual, until finally, in 1894, through the efforts of Mr. John Worthy, one of the inspectors, and others, classes were established for the education of boys, and in 1896 the board of education appropriated \$80,000 for the erection of a school building adjoining the House of Correction. This building was occupied in November, 1896, but the boys continued to be housed in the cell-house with the older criminals. In 1897 the city council appropriated \$50,000 for the

erection of a separate cell-house for the boys, and this was completed in 1899, and all boys under sixteen years of age were then transferred to this building. But the authorities soon saw the error of confining young boys in separate cells, and they were quickly abandoned and open dormitories substituted. The educational department of the John Worthy School is under the board of education of Chicago, while the care, discipline, and safekeeping of the boys are vested in the officials of the House of Correction.

The regular school day consists of two sessions, from 9 A. M. to 12 M., and from 1 to 4 P. M., with a half-day's session on Saturday, two hours being devoted to manual training and four hours to academic work. The boys are clothed in gray and brown uniforms, the more viciously inclined wearing the brown. They are organized upon the graded system into companies of seventeen, each in command of a captain chosen by the boys from two boys nominated by the superintendent. The captain holds his rank during good behavior and general progress of his company. Of course the company plan does not prevail in the classes. There the boys are graded as in the public schools.

Prior to July 1, 1899, the boys were committed to this school (and the House of Correction) by the police justices on petty fines, running from \$1 to \$100, which, if not paid, were served out at the rate of 50 cents per day. But the Juvenile Court Law of 1899 abolished all this, and boys are now committed on an indefinite sentence, their release depending upon their conduct, progress in studies, and home conditions. In 1897 there was an average school attendance of 83 boys, whose average time in school was twenty-four days; in 1898 an average daily school attendance of 100 boys, whose average time in school was thirty-two days each; in 1899, an average daily school attendance of 126 boys, whose average time in school was forty-five days each; in 1900, owing to the operation of the Juvenile Court Law, an average daily attendance of 251 boys, whose average time in school was seventy-six days each.

Now, there can be no doubt that the establishment of the John Worthy School was a great improvement on the old

method of incarcerating the boys with older criminals in the same cell-houses. It is equally true that the instruction given, especially the manual training, has proved very beneficial to the boys, and the superintendent and teachers have done their best under the circumstances. But a very grave mistake was made in locating the John Worthy School alongside of the House of Correction, and making a prison-like structure of it (with walls, bars, and bolts), and organizing it on the old congregate plan. The school should have been located in the country, on a large tract of land, and built on the cottage system; and it seems astonishing that the founders of the school should have made the mistake they did, when the Lyman School for Boys at Westboro, Mass., the Glen Mills School at Glen Mills, Pa., and other schools, which take care of the same class of boys as those committed to the John Worthy School, had long been established and organized on the cottage plan. Doubtless a small percentage, perhaps 2 per cent., of delinquent boys under the age of sixteen need to be forcibly restrained, but it has been conclusively demonstrated by long experience that *vigilant supervision* may be substituted in place of walls and bars and bolts, and that the vast majority of juvenile offenders may be more effectually reformed by being allowed a large amount of *liberty* and being humanely treated, than they can be by rigid confinement and harsh treatment.

In accordance with these views, an act was passed by the Illinois legislature in 1901 for the establishment of a "State Home for Delinquent Boys," and a large amount of money has been subscribed for the erection of the school. The school will be located near St. Charles, this state, on a large fertile farm, will be built on the cottage plan, and will accommodate, when completed, at least 1,000 pupils. This will be a state, not a municipal, institution, but it will care for such boys as are now committed to the John Worthy School. The object of the new school, as defined by law, is "to give the inmates, as far as possible, a common-school education and such a knowledge of trades and employments, agriculture and horticulture, as shall fit them for the ordinary employments of life." No building,

it is said, shall contain more than forty boys, with the family officers. "It is the intention of this act," it is said, "that no boy shall be kept in such home, who can be properly placed out or returned home, longer than may be reasonably necessary to prepare him for such placing out." A board of trustees, of which Hon. R. S. Tuthill, judge of the juvenile court in Chicago, is the chairman, was appointed some time ago, a superintendent has been employed, and commendable progress has been made toward the establishment of the new school. If the present plans are carried out, this school should prove to be the greatest blessing which has ever been conferred upon the youth of this state.

II. ILLINOIS STATE TRAINING SCHOOL FOR GIRLS.

In 1886 the trustees of the Illinois Industrial School for Girls and other philanthropists introduced a bill into the legislature to provide a state home for juvenile female offenders, but it was not until 1893 that an act was finally passed, providing for its establishment. The name adopted was "State Home for Female Juvenile Offenders," but this has recently been changed to "State Training School for Girls." Under this act any girl between the ages of ten and sixteen years who may be convicted before a court of record of any offense which, if committed by an adult, would be punishable by confinement in a house of correction, or county jail, may be committed by the court to the State Training School, for a time not less than one year nor beyond her minority.

The "good time" feature is embodied in the act. The girls may be placed in homes, or may be bound out, or given to any reputable person who will adopt them, and the school must exercise a supervising care over them and see that they are properly treated.

Acting under this law, the governor appointed a board of trustees in the fall of 1893, and the home was opened on Indiana avenue in Chicago; but the next year a tract of fifty acres of land, since increased to ninety-one acres, was purchased near Geneva, Kane county, one hour and a half's ride from Chicago on the Chicago & Northwestern Railway, and a fine three-story brick and stone building was erected at a cost of \$63,000.

The building has a frontage of 275 feet and is built in three sections—the center or administration building, extending back 77 feet, and a wing on each side 76 feet long. The building is so arranged that the girls may be separated into groups of twenty or twenty-five, and each group or “family” is placed in charge of three matrons, who teach them the various household arts. There are six “families” in this building. For several years all the girls (as many as 130 in 1900) had to be taught in one schoolroom, but during the past year a school building, brick, two stories high, has been erected at a cost of \$16,000; and two additional cottages have also been built and are now occupied. The family plan prevails throughout. Each family has its own dining-room, kitchen, and laundry, and the girls, under the direction of a matron, do all the work. Each girl has her own room, cozily furnished.

The girls attend school half a day and do housework the other half. Only two teachers are employed, and this necessitates larger classes than are desirable, especially as these girls need a great deal of individual attention; but it is claimed that the girls make remarkable progress in their studies, in spite of this drawback. The chief offenses for which girls are sent to this school are immorality, larceny, and some for burglary.

As they come largely from the slum districts of Chicago, we are not surprised to learn that nearly 50 per cent. are afflicted with some venereal disease, and almost as many suffer from some stomach trouble, caused by inherited weakness, lowered vitality, bad food, narcotics and alcohol. With strict attention to cleanliness, nutritious diet, judicious exercise, regular hours, and watchful care, the girls are gradually rehabilitated. These girls when received are now placed in the (new) hospital cottage where they receive special attention before being transferred to the other buildings.

The discipline is firm, but not harsh. It consists chiefly in deprivation of privileges, which is sufficient in most cases; but where this fails the girls are placed in solitary confinement, and in extreme cases corporal punishment is inflicted.

There were 369 girls committed to the institution between

January 1, 1894, and January 1, 1900, and the total cost of their maintenance, exclusive of the cost of the land and buildings, was \$138,869.60, or \$376.34 per capita. The per-capita cost per annum is about \$200. Since the opening of the institution 576 girls have been received, 381 have been discharged, and there are 195 in the school at present. The superintendent claims that 80 per cent. of those paroled do well. A visitor is employed to investigate the homes to which the girls are sent, and to watch over them after they are paroled.

III. TRUANCY, AND THE PARENTAL SCHOOL.

It has been conclusively demonstrated by experience that truancy is the prolific parent of crime. According to the reports, 90 per cent. of the boys committed to the old Chicago Reform School and to the Illinois Reformatory began their downward career by playing truant, and the records of other such institutions would doubtless show the same thing. It also appears that the vast majority of the inmates of our reformatories and prisons are ignorant and illiterate. Hence it became apparent, years ago, that in order to prevent crime we must prevent truancy. Massachusetts led the way in establishing parental or truant schools, and other states have followed her good example.

The first compulsory-education law in Illinois was passed in 1883. Four years before, such a law had been proposed by a German member of the legislature from Chicago, but the proposition was pooh-poohed, and he was told that, while such a law might be enacted in Germany, it could not be enforced in free America. The first compulsory-education law was amended several times, until finally in 1897, the present act was passed.

This act provides that "every person having control of any child between the ages of seven and fourteen years shall annually cause such child to attend for at least sixteen weeks, twelve weeks of which attendance shall be consecutive, some public or private school," or the parent or guardian of the child must provide a private tutor for him. The board of education is authorized and directed to appoint a corps of truant officers to

enforce the law, and a penalty of from \$1 to \$5 is prescribed for its wilful violation, and a fine of from \$3 to \$20 may be imposed for wilfully making a false statement concerning a child's age. Until recently it was impossible to enforce the compulsory-education law in those cases where its enforcement was most necessary, namely, in the case of habitual or chronic truants. The truant officers might return such children to the school, but they would run away at noon or the next morning, and, of course, a truant officer could not be provided for each habitual truant. Hence arose the necessity of having a special school to which such children might be sent by the court, and be kept there until cured of the truant habit. In 1899, therefore, the first parental- or truant-school act was passed, largely through the efforts of the woman's clubs of the state, especially of Chicago. This act provides that all cities of 100,000 inhabitants or more shall, and all cities of 25,000 inhabitants and less than 100,000 may, establish parental schools. The board of education in such cities is authorized to purchase land, erect buildings, employ a superintendent and teachers, prescribe the course of instruction and methods of discipline, and supply all apparatus necessary to the proper equipment of such school. The school shall not be located near a penal institution. No religious instruction is allowed "except such as is allowed by law to be given in public schools," but the board of education may make provision so that "the children may receive religious training in accordance with the belief of their parents, either by allowing religious services to be held in the institution or by arranging for the attendance at public service elsewhere." Any child of compulsory school age (between seven and fourteen years), girl or boy, who is guilty of habitual truancy or persistent violations of the rules of the public school, may be committed to the parental school by the county, or circuit court, on petition of a truant officer or any reputable citizen; the parents or guardian must be duly notified of the proceedings about to be instituted; the child is committed by summary jurisdiction of the court, but "no child who has ever been convicted of any offense punishable by confinement in any penal institution" can

be committed to the parental school. The child so committed cannot be released from the school in less than four weeks, nor thereafter until, in the judgment of the superintendent, his conduct and progress in his studies justify it. Hence the child may be kept in the school until he or she is fourteen years of age, if necessary; but, of course, this is not necessary in many cases. When his conduct seems to justify it, the child is paroled and sent home, and required to attend school regularly for one year from the date of his parole. The principal of the school to which he is sent is required to report at least once a month to the superintendent of the parental school, stating whether the child is attending school regularly and observing the rules or not. If he violates his parole, he must be brought back to the parental school and must be kept there at least three months, and longer if necessary; and if he violates his parole a second time, he is returned to the parental school and must be kept there at least a year, and may be kept until he is fourteen years old. "Incorrigibles," or children whose influence in the school is detrimental to the interests of the other pupils, may be transferred to some juvenile reformatory. The parents or guardians are required to furnish clothing for their children while in the parental school, but the board of education must provide everything else. It will be seen at once that the parental school, under this law, is in no sense a penal institution, but simply a special kind of public school to which habitual truants or unmanageable children are sent for discipline and instruction.

Acting under this law, the board of education of Chicago has erected the finest parental school in the country. This school is located near the limits of the city, on a tract of fifty acres of land owned by the board of education. No walls, bars, or bolts exist. It is built on the "cottage plan," and three handsome buildings—viz., the administration building, a large double cottage, a three-story brick and stone structure, and the superintendent's house—are completed, and another dormitory building, a barn, and other small buildings are being erected.

The school opened January 31, 1902, and since that date 236

boys have been committed, of whom 98 have been paroled or discharged, and 80 per cent. of these are doing well. The average age of these boys was eleven years, and the average time during which they were kept in the school was seven months. Twice as many boys will be received during the next year. From the psycho-physical examination, to which these boys have been subjected, we learn that they rank about midway between the John Worthy boys (delinquents) and the normal public-school children; that is to say, where the public-school children show an average of four or five growth and motor defects, and the John Worthy boys an average of eight or ten, the Parental School boys show an average of six or eight defects, and they rank mentally in the same order, the Parental School boys averaging not quite so high in mental capacity as the normal public-school children, but higher than the John Worthy boys.

The course of instruction given in the other public schools is given here, but in addition manual training in the shops and out of doors, military drill, and gymnastic work are specially emphasized, and the results are most encouraging. Thirty of the fifty acres of land are cultivated as a garden, a tenth of an acre being assigned to a boy, if he is large enough to cultivate it, or to two smaller boys. The teachers are among the best in the city, receiving a little more than the maximum salary paid in other schools, and the family officers, who live in the dormitory buildings, and take care of the children when they are out of school, are selected by a special examination and with a view to their peculiar fitness for the work, liberal salaries being paid them.

No corporal punishment is allowed, but the penalties inflicted for breeches of the rules consist of (1) deprivation of privileges, (2) assignment of extra duty, and (3) solitary confinement for periods not exceeding twenty-four hours each in a well-lighted and well-ventilated room, on a bread-and-milk diet. The military system prevails, and the marking system is in use. It is possible for a boy to work his way out of the school in six or seven months, but very few will do this, and the vast majority will remain from ten to twelve months. This is as

short a stay in the school as can reasonably be demanded, and in some cases more time is necessary in order to reform the truant.

If no backward step be taken, it is safe to predict that the money spent in support of this school will in time save hundreds of thousands of dollars to the city of Chicago, and start thousands of boys and girls on the way to a noble manhood and womanhood.

For years "compulsory education" was a failure in Chicago, but now, owing to the existence of the Chicago Parental School, and to one of the most efficient compulsory-education departments in any city of the Union, the compulsory-education law is being enforced as never before. No department of school work is more important than this, and it should be liberally supported. The board of education and the people of Chicago are realizing more fully than ever the importance of compulsory education, and the good work will undoubtedly continue.

IV. THE JUVENILE COURT.

The legal agency by which boys and girls are committed to the above-named schools is the juvenile court. This court was established by an act passed in 1899, and by its establishment Illinois took a front rank in reform work. In counties having over 500,000 population the judges of the circuit court are required by the aforesaid act to designate one or more of their number to hear all cases of dependent or delinquent children, under the age of sixteen years, and this court is called the "juvenile court." A petition must be filed by a reputable citizen of the county; the parents or guardians must be duly notified of the proceedings about to be instituted; a jury may be demanded by the parents or friends of the child, or the judge himself may order a jury to try the case; the person having control of the child is summoned to appear at a time and place specified; and the court, after hearing the evidence, disposes of the case in a summary manner. The court is authorized to appoint a number of discreet persons of good character to act as probation officers, during the pleasure of the court, such

persons to receive no compensation from the public treasury. Any child found to be a dependent or a delinquent or a truant may be committed by the court to the care of some state institution or training or industrial or truant school, or to the care of some reputable citizen, or to some child-saving association. Such child becomes the ward of the association or individual to whose care she or he is committed, and may be placed in a family with or without indenture, or he may be adopted by any responsible person who may desire to adopt him. Such guardianship, however, does not include the guardianship of any estate of the child. In the case of a delinquent the court may continue the hearing from time to time, and may commit the child to the care of a probation officer, and may allow the child to remain in its own home, subject to the visitation of the probation officer; such child to report to the probation officer as may be required, and subject to be returned to the court for further or other proceedings, whenever such action may appear to be necessary; or the court may cause the child to be placed in a family, subject to the friendly supervision of a probation officer and the further order of the court.

Whenever a delinquent or dependent child is arrested and taken before a justice of the peace or a police magistrate, it is the duty of such magistrate to turn such child over to the juvenile court, and in any case the juvenile court may proceed to hear and dispose of the case. The commitment of a child under twelve years of age to a jail or a police station is positively forbidden. If the child is unable to give bail, the sheriff, police officer, or probation officer must keep such child in some suitable place provided by the city or county outside the jail or police station.

Acting under this law, the judges of the circuit court of Cook county designated Hon. Richard S. Tuthill as judge of the juvenile court, and a wiser selection could hardly have been made. A corps of probation officers, six of whom were paid salaries from private contributions, was appointed, and a number of good people donated their services, and thus enabled the court more effectively to enforce the law. During the first

year (July 1, 1899—July 1, 1900) 2,200 cases were docketed and disposed of by the court. Eight hundred and ten dependents, 365 of whom were girls, were brought before the court, and 1,450 delinquents, 111 of whom were girls. One thousand and ninety-five of these children were released on parole, *i. e.*, were allowed to return home under the supervision of probation officers, and the 1,175 were sent to various schools and institutions or committed to the care of child-saving societies. During the second year (July 1, 1900—July 1, 1901) 2,378 cases were docketed and disposed of by the court. Of these, 1,204 were delinquents, 126 of whom were girls, and 1,071 were dependents, of whom 528 were girls. One thousand and eighty-nine were placed on probation, 658 of these being children released from the John Worthy School. There were only 195 probationers, or $10\frac{1}{2}$ per cent. of the total number of delinquents returned to the court, and quite a number of these children had been paroled during the previous year; so that the result of the probation system is most encouraging.

The average age of the delinquent boys was 12.9 years, of delinquent girls, 14.1 years. The average age of dependent boys was 7.1 years, and of dependent girls, 8.4 years. The delinquencies consisted chiefly in petty thefts (374), vagrancy (169), disorderly conduct (261), and incorrigibility (153). The causes of dependency were chiefly lack of proper parental care, desertion, drunkenness, or death of one or both of the parents. Prior to the enactment of the juvenile-court law, 50 per cent. of the juvenile delinquents, or more than 500 a year, were sent to the county jail; but during the year 1901 only 1 per cent. of the juvenile delinquents were sent to jail.

The juvenile court endeavors in all cases where it is practicable to keep the original family together, and the family is broken up only in those cases where it appears to be necessary to the welfare of the child. The juvenile court is no longer an experiment. Its work is pronounced a success by the most competent and impartial judges. It is considered the most important step taken in recent years in reform work, and other states—Wisconsin, Pennsylvania, New York, New Jersey,

Indiana, Missouri, Maryland, Colorado, and Washington, D. C.—have all established juvenile courts, and child-saving has been given an impetus which nothing can resist.

Now, the foregoing survey of the work of the reformatory institutions in Illinois suggests several important conclusions.

First of all, it appears that Illinois has, or will have when the new school for delinquent boys is completed, a well-developed system of taking care of her juvenile offenders. She has schools for truants, dependents, and delinquents, and a reformatory to which older and more hardened offenders may be sent. It appears, further, that of the 23,000 young persons who have passed through the above-named institutions, 75 per cent. have been so rehabilitated that they have become respectable and useful citizens. Unfortunately, these constitute only a small minority of the juvenile offenders who have been before our courts and in our corrective institutions. According to the records of the Chicago House of Correction, more than 50,000 minors were incarcerated in that institution alone between 1871 and 1900. But with the new schools which we now have and our new methods of dealing with juvenile offenders through the juvenile court, we may reasonably expect better results during the next quarter of a century.

It is evident, in the second place, that ignorance is a prolific cause of crime. We have seen that the vast majority of the inmates of our reformatories and schools for delinquents have little or no education when committed to these institutions. But while book knowledge is important, the facts stated in these articles show that the hand must be educated. Our delinquents and criminals must be taught trades and the science of agriculture before they will become law-abiding and useful citizens. Manual training in our elementary schools and trade instruction in our higher schools is the great need of the hour. The problem of crime is at bottom largely an economic problem.

Third, poverty is one of the chief causes of crime. Of the 1,011 boys committed to the Illinois Reformatory between December 1, 1892, and September 30, 1894, 701 came from

"very poor" families, 269 from families in moderate circumstances, and only 19 from families in comfortable circumstances. "In but few cases," we are told, "was the home life such as to stimulate a good boy in good intentions, much less to deter one, whose tendencies are evil, from the commission of crime." Of the offenses committed, 521 were of a burglarious character; 69 robberies, or attempts to rob; 295 larcenies, or attempts at or in aid of larceny; and 73 were of different character. Most of these crimes would seem to be largely traceable to poverty. If the boys had had good homes and had been given a fair education, especially a trade and a fair "chance in the world," the vast majority would never have become criminals. Certainly, these boys, when once they were given a practical education and a chance, became useful men, and surely it is wiser to give them such help before they become criminals than it is to allow them to fall and then reform them.

However, it is vain to dream of a good time coming, when society shall cease to produce criminals. It is certainly quite possible to improve social, industrial, and political conditions, especially in our large cities, and this is the supreme desideratum; but still there will be a need of reformatory institutions, and it is very encouraging to note that these institutions are being conducted on more rational and humane principles than they were fifty or even twenty-five years ago.

T. H. MACQUEARY.

CHICAGO PARENTAL SCHOOL.